

# National Response Plan and National Incident Management System Review and Revision Process

Stakeholder Meeting

October 25, 2006  
Washington, DC



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# Overview

- National Response Plan (NRP)/ National Incident Management System (NIMS) Review and Revision
  - Background
  - Review Process and Structure
  - Timeline
  - Proposed Roll-Out Strategy
- Review of NRP and NIMS Key Revision Issues



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# National Response Plan and National Incident Management System Review and Revision



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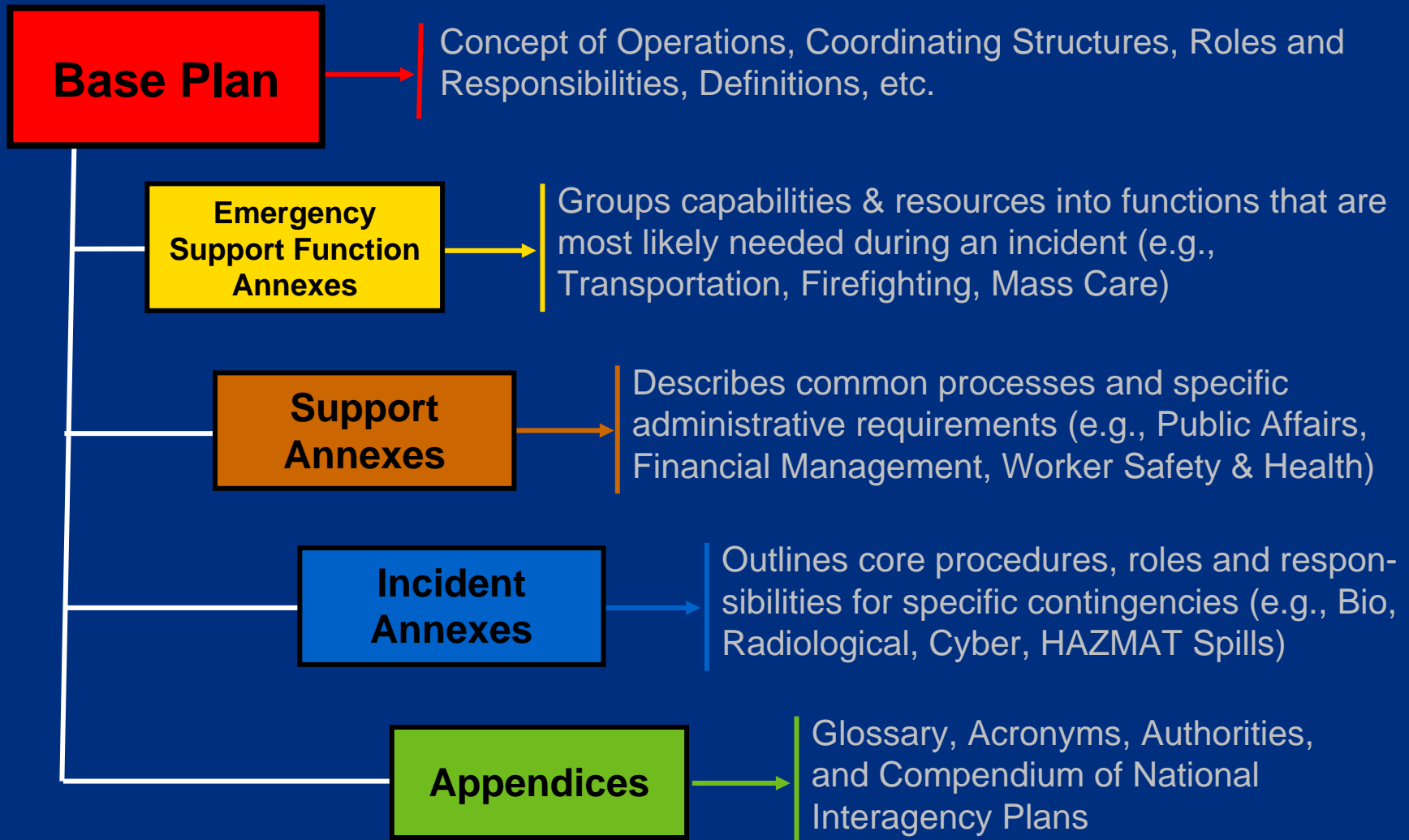
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# Background

- NIMS issued March 2004; NRP issued December 2004
- A Notice of Change for the NRP was released on May 25, 2006, which clarified and modified a few key issues
- Per the NRP, the Secretary of DHS is responsible for conducting an interagency review of the document
- Hurricane Katrina After Action Reports identified possible areas to be examined during the NRP Review
- DHS Federal Emergency Management Agency (FEMA) is the Executive Agent for the NRP
  - FEMA designated the NIMS Integration Center (NIC) as its Executive Agent for the NRP and NIMS
- FEMA is partnering with the DHS Preparedness Directorate (PREP) to co-chair a NRP/NIMS Task Force with participation from all levels of stakeholders (Federal, State, local, tribal, private sector and NGOs)



# Organization of the NRP



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# Strategic Objectives

- Identify and prioritize issues for review and modification to ensure a coordinated and efficient all-hazards Federal response
- Revise the NRP and NIMS to ensure compliance with current homeland security policy, doctrine and authorities
- Conduct a review that incorporates input from all stakeholders and that is noted for fairness and accuracy
- Ensure the NRP uses the comprehensive framework of NIMS consistently
- Fully engage all levels of stakeholders (including NGOs) in the review and implementation
- Ensure the NRP and NIMS are easily understandable by all stakeholders and provide mechanisms or materials on NRP concepts in a variety of formats
- Develop a comprehensive outreach strategy and training program for the final product



# Phases of Review

- 1) Strategic plan approval and prioritization of issues for review and revision
- 2) Targeted rewrite and product completion
- 3) Promulgation and roll-out of the NRP and NIMS
- 4) Continuous cycle of training and exercising/periodic review and revision



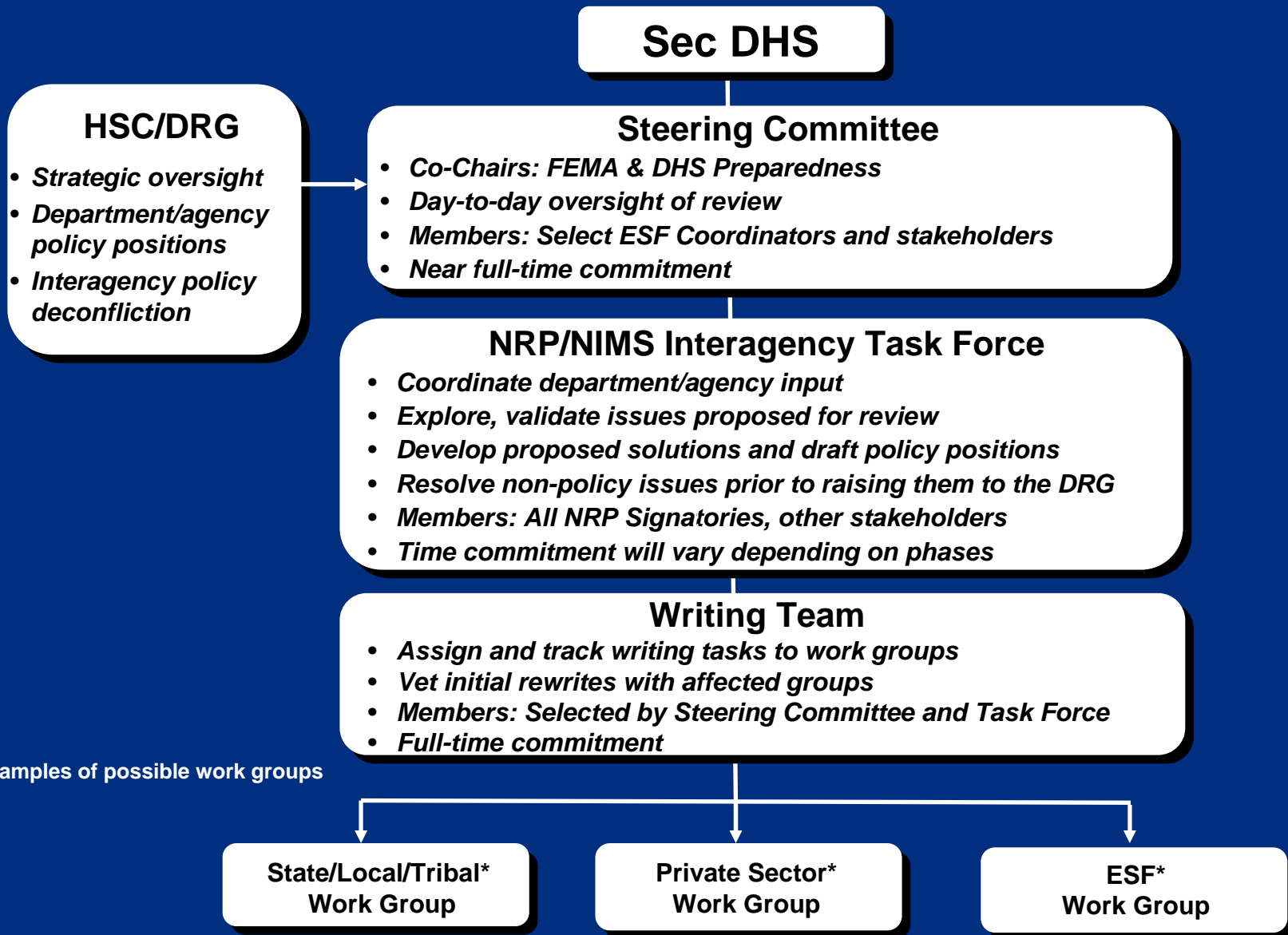
# DHS NRP/NIMS Review Process

- NRP/NIMS Task Force co-chaired by FEMA and PREP
- DHS will utilize a layered Task Force to assist in the review process
  - Steering Committee
  - Interagency Task Force
  - Writing Team
  - Work Groups
- All levels of stakeholders will be asked to participate in the process and will serve as members of the various groups
  - FEMA Regions will play a pivotal role



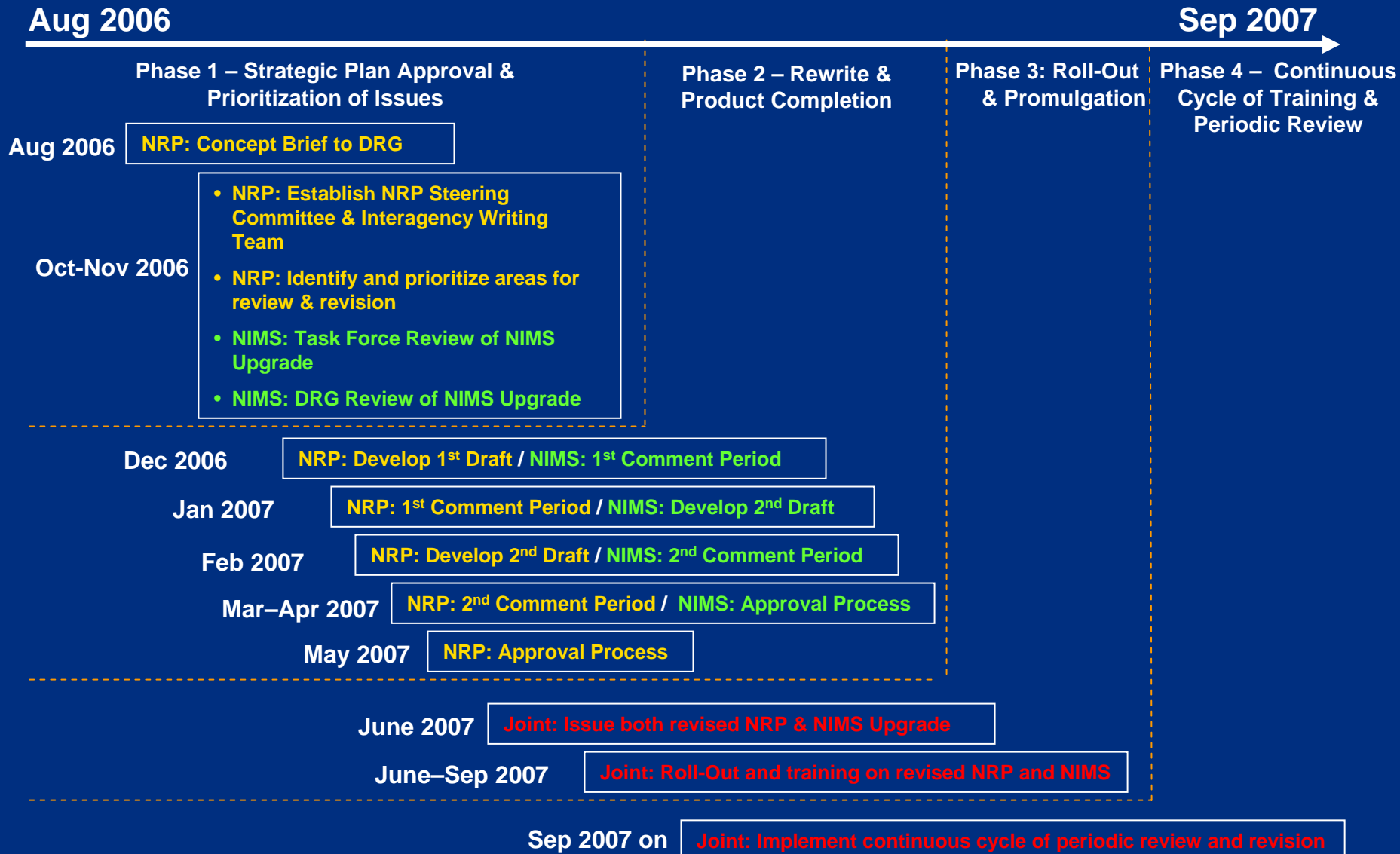


# NRP/NIMS Review Process Coordination Structure



Work groups will address specific areas of concern or sections of the NRP

# Proposed NRP/NIMS Review Timeline



# Proposed Roll-Out of NRP and NIMS

- Framework of plan includes:
  - An Official Announcement
  - A re-signing of the NRP and NIMS
  - Inclusion of stakeholders in roll-out
- Comprehensive communications and outreach plan under development to ensure awareness and understanding
  - Critical to have stakeholder input in plan development
- Development of National Training Plan, with input from all stakeholders
- Conduct exercises with Federal, State, local, tribal, NGOs and private sector partners



# National Response Plan and National Incident Management System

## Key Revision Issues



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# NRP Issue #1: Clarify Roles and Responsibilities of Key Structures, Positions, Levels of Government

- Review all roles and responsibilities and adjust accordingly.
- Examples include:
  - Various After Action Reports (AAR) recommend reexamining the role of the Principal Federal Official (PFO) to give the PFO operational authority during an incident. The NRP currently states that the PFO has no authority over other Federal, State or local partners.
  - NGOs and faith-based organizations provided tremendous support during Katrina; however, they were not adequately integrated into the Katrina response effort.



# NRP Issue # 2: Review JFO Structure and Operations

- In June 2006, the Joint Field Office (JFO) Standard Operating Procedures (SOP) was released, which has aided in clarifying certain roles and processes.
- Realign to NIMS structure in JFO.
  - Although the NRP base plan was predicated on the NIMS Incident Command System (ICS), the Emergency Support Functions (ESF) were taken from the old Federal Response Plan and were not adequately realigned to fit within the NIMS structure.
  - Rather than having each ESF function independently by undertaking common functions (i.e., operations, planning, logistics, finance/administration), the ESF structure should be realigned consistent with NIMS.
- Review Infrastructure Liaison and Cell roles.
  - The Homeland Security Council (HSC) AAR recommends that this role be more clearly defined and have greater responsibility.
  - One recommendation is that the expanded Infrastructure Liaison group will incorporate the private sector liaisons to ensure unity of effort.



# NRP Issue #3: Strengthen Role of States and Private Sector

- The NRP is applicable to Federal departments and agencies that may be requested to provide assistance or conduct operations in an Incident of National Significance or when requested by the Secretary of DHS. State and local authorities as well as the private sector have been encouraged to make their incident management plans conform to the NRP, but there is no requirement to do so.
- The Federal government provides support to and works with State and local jurisdictions to ensure requirements are understood and met.
- The private sector is also an important stakeholder, as 85% of the nation's infrastructure is privately owned.
- There are currently mechanisms in the NRP for participation by State, local and private sector entities. Within the JFO Coordination Group, there is a position for a State representative, and there is an Infrastructure Liaison in the JFO Coordination Staff.
- Roles need to be examined to ensure the maximum coordination between the Federal government and these stakeholders.



# NRP Issue # 4: Strengthen External Affairs (ESF-15) and the Public Affairs Annexes

- The key to effective public messaging is a coordinated message. DHS Public Affairs is responsible for ensuring the streamlining of communications. The NRP contains an ESF for External Affairs as well as a Public Affairs Annex.
- These annexes should be reviewed to ensure that there is a clear structure for a fully coordinated, integrated, and synchronized public communications strategy, across the Federal government and with States and locals, to include delineating when National and Incident Joint Information Centers (JICs) should be required to be activated and deactivated.





# NRP Issue # 5: Refine the NRP-Catastrophic Incident Supplement (CIS) to Include the Review of Possible Increased Department of Defense (DOD) Responsibility

- While DOD provides support to the Federal government under the concept of Defense Support of Civil Authorities, there have been discussions of having DOD assume the role of HSPD-5 during events of “extraordinary scope and nature.”
- The HSC AAR states that DOD and DHS should develop recommendations for revision of the NRP to delineate the circumstances, objectives, and limitations of when DOD might temporarily assume the lead for the Federal response to a catastrophic incident.
- The NRP Notice of Change clarified that DOD Joint Task Force Commanders should be collocated with the JFO Coordination Group.



# NRP Issue # 6: Ensure consistency between NRP and National Emergency Communications Strategy (NECP)

- At the time the NRP was developed, a NECP did not exist. Since then, one has been developed, and its concepts should be appropriately incorporated into the NRP, specifically, ESF #2 – *Communications*.
- The NECP provides a preliminary strategic “plan for integrating communications for all levels of crisis in light of evolving threats and new and converging technologies, and for organizational and policy changes.”
- During emergencies, ESF #2 must have the authority to implement, resource, and restore communications.



# NRP Issue # 7: Review Public Safety and Security Roles and Missions

- ESF #13 – *Public Safety and Security* initially designated DHS and Department of Justice (DOJ) as the co-coordinators and primary agencies.
- The NRP Notice of Change removed DHS as a coordinator and primary agency and left the responsibility for managing the ESF with DOJ. However, that was the extent of the changes to that particular ESF.
- Sources such as the HSC and congressional committees believe that the NRP needs to provide for a more effective coordination of the law enforcement response to a disaster by clarifying and expanding the role and mission of the Public Safety and Security support function and the Senior Federal Law Enforcement Officer.



# NRP Issue # 8: Review Coordinating and Supporting Agencies for All Annexes

- Each ESF, Support and Incident Annex has coordinating and supporting agencies.
- All of the annexes should be reviewed to ensure that the equities of all Federal partners are properly associated with the various annexes. For example, there have been recommendations to add DOD and US Department of Agriculture (USDA) as support agencies to the International Coordination Support Annex. More importantly, there have been suggestions to reassign the coordinating responsibility for certain areas such as temporary housing and mass care.



# NRP Issue # 9: Improve Process for Identifying and Accepting Donated Goods

- During Hurricane Katrina, the HSC noted that FEMA could neither efficiently accept nor manage the deluge of charitable donations.
- Private sector companies also encountered problems when attempting to donate their goods and services to FEMA for Hurricane Katrina response efforts.
- The NRP, in particular the Volunteer and Donations Support Annex, needs to be reviewed regarding its use during emergency response operations. This process should include the following: Pre-arranged and contingency contracting; provision of requirements estimates to NGOs and private sector organizations that are willing to provide resources during catastrophic events; and consistent, accurate, and timely messaging of resource needs to NGOs.



# NRP Issue # 10: Ensure the Integration of All Federal Search and Rescue Assets

- Search and rescue efforts revealed the need for greater coordination between the two constituent components of search and rescue, i.e., Urban Search and Rescue (US&R) and civil search and rescue (SAR).
- The scope of ESF #9 currently includes only urban search and rescue.
- There are additional Federal search and rescue assets that should be included as part of ESF #9.
- ESF #9 should include linkages to the National Search and Rescue Plan.



# NRP Issue # 11: Clarify International Support Mechanisms

- During Hurricane Katrina, there were numerous offers of foreign assistance, yet no proper mechanisms for processing those offers. The International Coordination Support Annex to the NRP does not contain enough detail.
- Additionally, in improving their strategies for providing faster information and assistance to American citizens, Federal, State, and local emergency management officials should also include provisions covering the needs of affected foreign nationals.



# NRP Issue # 12: Incorporate Companion Animal Emergency Management Issues

- Issues arose during Hurricane Katrina regarding the Federal government's assistance to State and local authorities for the sheltering and evacuation of pets. In particular, Federal regulations prohibit pets from residing in shelters with their owners. This led to a problem with human rescues, as people did not want to leave their pets.
- The NRP does not currently discuss Federal assistance pertaining to companion animals, only wildlife and livestock.
- Issue may have implications for the following ESFs:
  - ESF-1: Pet evacuation
  - ESF-6: Shelter and food for animals
  - ESF-8: Veterinary care
  - ESF-9: Animal recovery
  - ESF-11: Does not presently apply to non-agricultural animals





# NRP Issue # 13: Integrate NIMS Concepts, Principles, Terminology, Systems, and Organizational Processes into the Revised NRP

- The Domestic Readiness Group (DRG) recommends considering combining the NRP and NIMS into a single document. One recommendation is to have NIMS be an annex of the NRP.
- The NRP is a specific application of NIMS.
- While NIMS is tied to funding and authorities, and is applicable to all levels of government, there is no funding associated with the NRP and it is only applicable to Federal partners.



# NRP Issue # 14: Incorporate Proactive Planning for Incidents that Render State and Local Governments Incapable of an Effective Response

- Even though the NRP contains a Catastrophic Incident Annex and Supplement, the HSC AAR states that the NRP does not adequately anticipate that the Federal government may need to assume temporarily some inherently State and local responsibilities and augment State and local incident command staff during a catastrophic incident.
- The HSC AAR recommended that the Federal government develop plans to build and temporarily command the ICS until the local or State authorities are able to recover from the initial impact of the catastrophic incident and perform their roles under ICS.

# NIMS Issue #1: Roles and Responsibilities Need to be Well Defined within the NIMS Framework

- The NIMS must offer clear guidance to stakeholders so that roles and responsibilities are well defined within the NIMS framework. Coordination was undoubtedly a challenge in the Hurricane Katrina response—issues ranged from confusion about mission assignments and deployments to broader misunderstandings about command structure.
- The effectiveness of the Unified Command structure must be enhanced in order to better implement the National Response Plan. State and Federal entities must establish an effective Unified Command during the initial response.
- An incomplete understanding of NIMS roles and responsibilities leads to misunderstandings, problems, and delays.



# NIMS Issue #2: Better Integrate the Concept of Preparedness into NIMS

- Include more information on topics such as mutual aid, the roles of chief elected and appointed officials, the private sector and nongovernmental organizations.
- Detailed briefings as well as other educational materials, including exercises on the NIMS, should be developed for all relevant Federal decision-makers including each Cabinet Secretary and his or her emergency response staff.
- DHS should develop and deliver similar materials tailored to relevant state and local decision makers, the private sector and non-governmental organizations.



# NIMS Issue # 3: NIMS should be Refined to Ensure that the Document can be Easily Understood by all Stakeholders

- Refinements to the NIMS should ensure that the document can be easily understood by all stakeholders, as a lack of NIMS understanding is noted as a significant hindrance to implementation.
- Developing an understanding of the ICS at all levels will eliminate confusion, standardize operations throughout the government, and limit unnecessary interference with field command.

# NIMS Issue #4: NIMS should be Closely Tied to Other Federal Response Efforts

- The document should demonstrate how NIMS is integrated with other Homeland Security efforts including: HSPD-8, National Response Plan, and other Federal response efforts.
- DHS should build commitment to the NIMS by Federal, State and local officials and other responders.
- All Federal departments and agencies should align their response structures to NIMS. In accordance with this alignment, the entire Federal response structure should be NIMS based, reporting through one unified command using the same terminology and basic organizational structure.



# NIMS Issue #5: Emphasize the Importance of NIMS Training

- Emphasize the importance of NIMS training for all emergency management, response personnel and disaster workers at all levels of government, the private sector and nongovernmental agencies.
- Officials must understand the provisions of NIMS in order to implement them during an incident. Therefore, officials must be trained in NIMS.



# QUESTIONS?



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